



THE CITY OF SAN DIEGO MANAGER'S REPORT

DATE ISSUED: October 11, 2000

REPORT NO. 00-201

ATTENTION: Honorable Mayor and City Council
Docket of October 17, 2000

SUBJECT: Two Projects: (1) Scripps Ranch Business Park Master Amendment-progress Guide And General Plan And Scripps Miramar Ranch Community Plan Amendments, Rezone And Planned Industrial Development Permit (PID) Amendment And, (2) Avalon at Scripps Ranch-Planned Residential Development (PRD). Council District 5 Process 5

REFERENCE: Planning Commission Agenda of August 17, 2000. Report No. P-00-152

OWNER/

APPLICANT: (1) IRP Scripps, LLC; a Limited Liability Corporation
(2) Avalon Bay Communities, a California Corporation

SUMMARY

Issue(s) - (1) Should the City Council approve a master amendment to a Planned Industrial Development to permit 4 of 12 industrial lots to be deleted from the PID, rezoned from M-IP to R-1500 and the General Plan and Progress Guide and Scripps Miramar Ranch Community Plans amended to permit the consideration of residential, age-restricted housing, assisted care facilities or church uses? (2) Should the City Council approve the development of a 378 unit apartment project on 3-lots through the Planned Residential Development Permit and contingent on a favorable action on the master amendment?

Manager's Recommendation - The City Manager recommends that the City Council take the following actions and deny the requests:

1. **RECOMMEND** that the City Council **NOT CERTIFY** Mitigated Negative Declaration LDR No. 99-0189 nor adopt the Mitigation Monitoring and Reporting Program (MMRP), and
2. **RECOMMEND** that the City Council **DENY** the Amendment of the City of San Diego Progress Guide and General Plan and Scripps Miramar Ranch Community Plan, and
3. **RECOMMEND** that the City Council **DENY** Rezone application No. 99-0189, and

4. **RECOMMEND** that the City Council **DENY** the Amendment of Planned Industrial Development Permit No. 99-0189, and
5. **RECOMMEND** that the City Council **DENY** Planned Residential Development Permit No. 99-0849.

The Planning Commission's Recommendation - On August 17, 2000, the Planning Commission voted 6-0 (Skorepa absent) to recommend that the City Council follow the City Manager's recommendation.

Community Planning Group Recommendation - On April 6, 2000, the Scripps Miramar Ranch Community Planning Group voted 15-0-0 to recommend denial of the three project applications and requested actions represented in this report.

Environmental Impact - A Mitigated Negative Declaration, LDR No. 99-0189, was prepared in compliance with the California Environmental Quality Act (CEQA) Guidelines. A Mitigation monitoring and Reporting Program (MMRP) has been prepared and will be implemented to reduce to a level of insignificance, any potential impacts identified in the environmental review process.

Fiscal Impact - All costs associated with the processing of these three applications are recovered from individual deposit accounts maintained by the applicants.

Code Enforcement Impact - None with this action.

Housing Affordability Impact - Minimal impact on housing affordability would result.

BACKGROUND

The Scripps Ranch Business Park Phase III, Project No. 85-0762, was approved by the City of San Diego in November, 1986, as a 15-lot (11-buildable, 1-City Utility Underground Tank Site, 3-open space), M-IP zoned, Planned Industrial Development on 98.97 acres. The Scripps Miramar Ranch branch library was developed and the Evans Pond preserved on Lot 14. The PID and M-IP zoning provided landscaped buffers, building setbacks, height limitations and walls in order to buffer the industrial development from adjacent single-family residential uses to the south and east. The Scripps Ranch High School lies across Scripps Ranch Boulevard to the west, with commercial lands to the northwest, industrial to the southwest and Miramar (lake) Reservoir to the north. Only one lot (#9) has developed with the permitted industrial development. An additional lot (#12) has been sold to a church but no plans to develop the lot have been received.

The Scripps Ranch Business Park Phase III project has fully graded all the building sites, landscaped the slopes, completed all required public improvements and has been maintained by the property owner.

Planning Commission:

The Planning Commission heard these applications on August 17, 2000, with organized presentations from the project proponents and opposition from members of the Scripps Ranch Community. Commissioner Butler cited City staff presentation of the City's need for industrial lands at this time weighed against the future needs for residential use (especially in this location on the I-15 corridor), the solidarity of community opposition, and the ministerial redevelopment of

the K-Mart commercial site at Scripps Ranch and Mira Mesa Boulevards for residential apartments as a foundation to submit a motion to adopt Staff's recommendations for denial. Commissioner Anderson cited the recent acquisition and plans by another developer to develop lots within the subdivision for industrial uses consistent with the PID Permit, a study stating the importance of lots of these sizes to location and believed the lot sizes left available options for consolidations and splits to accommodate users needs. The Commissioners were open to the consideration of supporting retail/restaurant as accessory uses for the industrial park to assist its viability. The Commission voted 6-0 (Skorepa absent) to adopt Staff's recommendations and forward their recommendation that the City Council deny the project applications.

PROJECT DESCRIPTION

On September 8, 1999, the property owner submitted an application to amend the Progress Guide and General Plan and the Scripps Miramar Ranch Community Plan, together with a Planned Industrial Development Permit Amendment (for Lots 3,4 and 6-8; Attachment No. 1) and a rezone request (for 4-lots) from M-IP to R-1500 zoning. The land use changes originally contemplated a combination of residential development at a maximum of 29 dwelling units per acre, senior citizen age restricted housing, assisted care facilities, or a church/school. The current request is more clearly defined for residential on Lots 6-8 and senior housing on Lot 4, with use of Lot 5 (a City owned underground tank site) as a park site.

Additionally, Lots 1,2, 10, and 11, which would remain under the PID Permit and M-IP zone, have been sold to another company which has initiated the Substantial Conformance Review process with the City to develop industrial uses on these sites. An application to develop in compliance with the requested actions of the Master Amendment Application have been submitted for residential on Lots 6-8 (presented in this report). The third application for Senior Housing on Lot 4 is still in project review and not presented with this report.

DISCUSSION OF ISSUES/PROJECT ANALYSIS

The Master Amendment to the Scripps Ranch Business Park Phase III Planned Industrial Development Permit, associated plan amendments and rezone, would delete 4 lots from the City of San Diego's industrial lot inventory and allow for more residential housing/residential uses in a community with park (usable acres/population) and school (sites, classrooms, crowded conditions) deficiencies. The lots remaining within the amended PID will be subject generally to the same criteria for development and uses permitted with Permit No. 85-0762 and be clustered along the northerly Scripps Ranch Boulevard frontage between Hoyt Park Drive and Scripps Lake Drive.

Community Plan Amendment:

The City has a need for both residential land to support the projected population growth in San Diego of approximately 450,000 people over the next twenty years, and also for employment land to support job growth and to promote the City's fiscal health. The Planning Commission has conducted a number of workshops regarding the City's long-term supply of land for employment-related uses, and the criteria by which to evaluate proposals to convert employment land to other uses. The requested re-designation of the Scripps Ranch Business Park raises policy questions regarding which need is more compelling, and which land use type is more suitable for the land in question.

A set of guidelines prepared by staff as an analysis tool for considering employment land conversions has been presented to the Planning Commission. These guidelines, based on adopted General Plan goals and existing City Council policies, question support of jobs-housing balance, smart growth principles, and other city policy goals such as pedestrian oriented design, economic development objectives and the development of balanced communities. Attachment No. 4 contains the guidelines along with staff's analysis of each one.

In summary, the lots of the Scripps Ranch Business Park are of the size and configuration that make them desirable and needed for high quality employment users. This site is north of State Route 52 where such businesses want to locate but where there is a shortage of industrial land. While providing much-needed multifamily and senior housing, the project does not significantly contribute towards balanced community goals, particularly in terms of housing affordability.

Staff analyzed several alternative land use scenarios for the Scripps Ranch Business Park, including various mixes of multi-family residential, industrial, and middle school and post office facilities (see Attachment No. 5 for a summary of these alternatives and their impacts to the community). The residential uses typically generated fewer average daily trips (ADT) than the industrial uses, but create impacts to park and school facilities that industrial uses do not generate.

Subsequent to the Planning Commission hearing, the applicant has proposed an affordable housing program to be included as part of the project to help achieve balanced community goals. The proposal includes providing 20% of the total 378 dwelling units proposed as affordable units. While the proposed program would represent a reasonable contribution toward meeting affordable housing goals for this project, the loss of industrial lands in this location is significant. The applicant is expected to present a proposal to the City Council and provide additional details that, if the project is approved, would have to be conditioned in the PRD Permit.

Avalon at Scripps Ranch:

This project is contingent on approval of the Scripps Ranch Business Park Phase III (Master Amendment) request. Should the City Council deny the Master Amendment, then the Council would have to deny the Avalon apartment proposal as this application requires the plan amendments redesignating the three lots comprising this site to residential from industrial, the PID Amendment to delete Lots No. 4 and 6-8 from the PID and the rezoning to the R-1500 zone.

Avalon is a proposed 378 unit residential apartment project on the 19.5 acres that comprise Lots 6-8 of the Scripps Ranch Business Park Phase III, located on the south sides of Hoyt Park and Meanley Drives between Scripps Ranch Boulevard and the City tank/proposed park site. The proposed development, at 19.4 dwelling units per acre, is 188 units less than the maximum 566 units the proposed zone would permit. The previously graded site consists of three graded pads with Lots 7 and 8 having a grade differential from elevation 530-feet to 543.5-feet; a landscaped slope separating them from Lot 6 which is at elevation 600-feet. A system of pedestrian pathways would allow the residents of the project to circulate between the pads and, with connections to the cul-de-sac in the adjacent single-family neighborhood and the interior industrial streets, permit and encourage pedestrian access to the high school and the community library site. The majority of residential structures will be three stories/44-feet in height to ridge line with a two story design also proposed. The buildings contain individual units ranging in size from 719 sq. ft. to 1,344 sq. ft. and containing 1-3 bedrooms.

A third application for an assisted care facility on Lot 3 (which has been previously withdrawn), proposed the removal of a number of Eucalyptus trees along the north property line adjacent to

the Evans Pond area and a rubble stone wall about 175-feet in length and from grade level to a maximum height of about 7-feet. This wall section is all that remains (outside of the pond) of the Meanley Ranch that once occupied this site and subsequently became the industrial park. No other main or other accessory use structures remain from that ranch. Environmental staff has been able to determine that there is no environmental historical significance to this remaining wall.

"The Fountains at Scripps Ranch", a Senior Housing CUP, is another project included in the Mitigated Negative Declaration but will be heard at a future date if the City Council approves the plan amendments and rezone to residential for Lot 4.

CONCLUSION

In conclusion, staff believes the project, if approved, would remove significant and valuable industrial property from the City's available pool of industrial lots/lands. Further, additional housing in this area would also cause additional impacts on the existing parks, schools and other infrastructure. Staff therefore recommends denial of all the requested project actions.

ALTERNATIVE

Should the City Council determine, after full consideration of all testimony and evidence presented, that they can make the determination to approve the project applications, an affordable housing condition should be made a requirement of the PRD Permit.

Respectfully submitted,

Tina P. Christiansen, A.I.A.
Planning and Development Review Director

Approved: George I. Loveland
Assistant City Manager

HAASE/KORCH

Attachments:

1. Project Location Map(s)
2. Project Data Sheets (2)
3. Site Plans
4. Guidelines for Evaluation of Employment Lands Conversion
5. Staff Analysis of Land Use Alternatives
6. Draft Resolutions of Denial (2)
7. Existing PID Permit No. 85-0762
8. Ownership List
9. Project Chronology (2)
10. Draft Amended PID Conditions
11. Draft PRD Conditions
12. Rezone 'B' Sheets
13. Community Plan Text Amendments